

DEMOCRACY FELLOWS PROGRAM

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WORLD LEARNING DEMOCRACY FELLOWS PROGRAM

This report documents the Democracy Fellows Program's (DFP) eighth program year (and second extension year), under NMS Cooperative Agreement No. AEP-A-00-95-00024-00. The initial Cooperative Agreement (No. AEP-5466-A-00-5024-00) was effective June 15, 1995.

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I. EXECUTIVE SUMMARY AND PROGRAM OVERVIEW

This eighth year of the Democracy Fellows Program (DFP) marked a renewed focus on promoting the fellows and their important role in USAID's democracy development mission, and, equally important, a growing sense of a democracy fellows community among current fellows and program alumni. Yet again, the Democracy Fellows exemplified the highest standard of shared commitment and contribution to the cause of democracy worldwide.

A. The Fellows

The wide variety of fellowship activities during this year makes the program distinctive in its ability to move forward such a complex and challenging democracy and governance agenda. At no time in the life of the DFP has there been a greater sense of value contributed by the fellows. Nor has there been a time where the fellows were closer to the cutting edge of democracy development.

The fellows covered the globe this year. From Russia, Mongolia, Kenya, to Malawi, Bolivia, to Indonesia, and beyond, the fellows provided USAID with sound technical assistance and guidance throughout the year. They helped further key parts of USAID's democracy and governance work, but they also added significantly to expanding it in innovative ways. We have used this year's report to highlight some of these progressive approaches that the fellows have added to the democracy development paradigm. In particular we draw attention to a number of fellows' efforts to overcome the destructive force of corruption, in the three distinct but reinforcing areas of the politics of patronage, money in politics, and judicial and legal reform.

B. The Program

The fellows program was again this year affected by world events. The Iraq war made travel clearance difficult for many fellows, as did the shifting the priorities and demands that arose from the conflict and its aftermath. As was the case after the tragic events of 9/11, many fellows' trips were cancelled or postponed. Still, the fellows and the program managed to work around these obstacles, which is a tribute to the excellent working relationship the fellows, World Learning, and USAID maintain.

World Learning continued to recruit qualified candidates for new Democracy Fellowships, while at the same time managing, in collaboration with USAID/DCHA/DG, all aspects of the DFP. One new Democracy Fellowship and a number of additional extensions to existing fellowships were granted, and five Democracy Fellows completed their service during the past year, bringing the number of DFP alumni to 35.

World Learning continued its sound financial management of the DFP. Financial support and benefits flowed to fellows without significant delays or incidents, and the fellows acknowledged effective program management, “particularly the stellar professional and personal service extended by [the DFP management].”

The Democracy Fellows Web site received 11029 visitors, an increase of over thirty percent from the previous year. Of those who visited the DFP Web site, more than eight hundred prospective applicants downloaded DFP application materials this year. The DFP also mailed out and distributed several hundred DFP application packages during FY-2003, resulting in approximately 44 new well-qualified eligible candidates. The DFP also continued to encourage and receive applications from members of minority and under-represented populations.

In a slight departure from previous DFP conferences, we held a practical retreat rather than a conference. The primary objective was to reinforce the notion of a Democracy Fellows community, linking fellows in more direct and complementary ways. We introduced the fellows to the greater World Learning institution to identify useful resources to promote the fellows’ work. We also addressed Fellows’ administrative needs and concerns. The retreat was uniformly described as a success, and the fellows requested that it be an annual event. We intend to honor that request.

The Democracy Fellows Program continues to improve and build on a successful history. The fellows’ contributions to USAID democracy portfolio are now considered integral, and in many cases the source of many of the agency’s cutting edge initiatives. World Learning is proud to be supporting such an important endeavor to promote democracy throughout the world.

C. Supplementary Program Materials

Copies of various Supplementary Program Materials for World Learning’s Democracy Fellows Program may be found in a series of attachments to this Program Performance Report:

- Attachment A: DFP Solicitation and Recruitment Materials
- Attachment B: DFP Application Packets
- Attachment C: DFP Screening, Nomination and Selection Materials
- Attachment D: DFP Evaluation Materials
- Attachment E: Roster of Current and Former Democracy Fellows
- Attachment F: Recruitment Status Reports
- Attachment G: FY-2003 Democracy Fellows’ Program Descriptions and Reports
- Attachment H: Current (FY-2003) Program Description Under the DFP
- Attachment I: DFP Implementation Plan for FY-2004.

II. EIGHTH PROGRAM YEAR

A. Program Goal and Purpose

The Overall Goal of the Democracy Fellows Program is:

To help support a cadre of experienced U.S. technical experts committed to careers in democracy and governance, in order to assist in the promotion of U.S. democracy and governance efforts, and to increase the number or expertise of people working in the field.

The program purpose is to identify, select, support and provide oversight of Democracy Fellows working in USAID assignments that contribute to democracy programs in developing countries, as well as to the fellows' career development and commitment.

During the reporting period, World Learning continued its successful efforts to achieve the program goal and purpose by supporting 11 existing fellowships, and awarding 1 new fellowship. Through their direct service to overseas USAID Missions and in USAID/Washington offices, the fellows provided valuable advice and technical input on a wide range of USAID democracy and governance programs and initiatives. The fellows contributed to USAID's growing body of practical D&G knowledge, while at the same time gaining significant career experience; the combination reflecting the essence of the DFP goal.

B. Democracy Fellows' Activity

This has been an exceptional year for the fellows. Although each fellow has a distinct work plan, the fellows' contributions to USAID's democracy and governance efforts have been in many cases mutually reinforcing and complementary. The range and diversity of activities was as impressive as it has been in previous years, but this year was particularly noteworthy by the remarkable measure of innovation in the fellows' approaches to technical assistance and assessment. The following are summary highlights, of course, but a detailed presentation of the fellows' work is available in the Attachment, "Fellows' Plans and Reports."

One prominent programmatic thread that demonstrates the fellows' "cutting edge" intellectual leadership this year has been in the field of anti-corruption. As examples, we draw attention to four fellows who stand out in their work in this area: Corbin Lyday, Paul Nuti, Gene Ward, and Kevin Bohrer.

The challenge of corruption is of course its complexity – that is, its myriad forms and the variety of contexts that inform relationships at the local level. Weaving together political science, anthropology, and extensive field experience, Corbin Lyday and Paul Nuti collaborated this year on a method of assessing the politics of patronage in D&G program development and implementation. The result was a practical lens through which to view and to address the patronage and clientelist corruption that hinders democratization.

According to the USAID/DHCA/DG “Democracy Report,” the DG Office embraced Lyday’s and Nuti’s basic conclusion that patronage and clientelism are “among the most pernicious of development problems.” Not surprisingly, their work has subsequently led the DG Office “to focus more on patron-client networks and their costs, benefits, functional and resilient nature, conditions that enable them, and the potential gains and risks of strategies for their reform.” (Vol. 9, Number 10) This is indeed a major fellowship contribution, and it will no doubt play a greater role in future USAID D&G development strategies.

Another concern in the broader anti-corruption theme is the influence of money on the democratic process. Dr. Gene Ward, whose fellowship ended this year, spent much of his time researching and writing “Money in Politics Handbook: A Guide to Increasing Transparency in Emerging Democracies.” The handbook’s practical relevance attracted the attention of prominent leaders including former President Jimmy Carter, as well as institutions such as the World Bank, and even the office of the British Prime Minister. The success of Dr. Ward’s fellowship initiative has set the stage for a pilot program to publicize campaign finance reports on the internet in Eastern Europe, a technical assistance project in South Africa, and a disclosure program in Bolivia.

When Dr. Kevin Bohrer’s fellowship began this April, he stepped right into the mix by helping to prepare USAID/Kenya’s anti-corruption action plan and funding proposal. His work on the anti-corruption portfolio also included commentary on the the Ministry of Justice and Constitutional Affairs’ draft strategy for judicial and legal reform and anti-corruption activities.

Many other fellows continued working on issues related to conflict prevention and resolution. Again, Michael Bak (USAID/Indonesia) continued providing his field-savvy and analytically sound advice to the mission, even during a prolonged evacuation. In his role as a fellow, Mr. Bak served as a Conflict Transformation Advisor. He concluded his fellowship to join USAID/Indonesia’s Office of Conflict Prevention & Response (OCPR) as a Program Manager and Conflict Advisor.

1. DC-based Fellows (Democracy and Governance Sub-sectors)

- **Mark Koenig** – Civil Society/Media (DCHA/DG)

Dr. Koenig’s fellowship ended in June of this reporting period, bringing to a close nearly three years of successful contributions to USAID media-and-democracy programming. In his role as a media specialist, Dr. Koenig conducted substantial research for a major comparative manuscript on media assistance, wrote a variety of analytic briefs, reviewed and commented on numerous USAID studies for publications, and made a myriad of technical assistance trips to USAID missions around the world.

The latter part of Dr. Koenig's fellowship focused heavily on developing independent media strategies for the Middle Eastern region, particularly Egypt. This shift in emphasis for Dr. Koenig was largely due to the post-September 11th realignment of US foreign assistance to Arab and Islamic countries. As with his media work in other regions, Dr. Koenig began to tackle media development challenges such as addressing professional journalism training needs, media business development, legal reforms, and media-sector association building. Dr. Koenig's approach accounted for distinctive Islamic traditions, political sensitivities, and regional conflicts in the initial design stages of independent media strategies for Egypt, and consequently is of clear value to similar efforts in Iraq, and other Islamic countries.

In a candid expression of the DFP's success in promoting "a cadre of experienced US technical experts committed to careers in democracy and governance," Dr. Koenig noted in his final report "that the World Learning program encouraged a very useful professional camaraderie and ongoing exchange of information among the Democracy Fellows co-located in the D/G center – and (especially in my case) with Caryn Wilde at USAID/Russia. I was often comparing notes or consulting with other fellows regarding such issues as: NGO/civil society development (with Caryn Wilde, Carol Sahley and Kimberly Ludwig); Middle East issues (Keith Schulz); and elections/campaign finance/media issues (Gene Ward). Obviously, this sharing of professional experience will continue in my new capacity as a CASU Senior Advisor for Independent Media Development and Democracy Fellow alumnus."

- **Gene Ward** – Elections and Political Processes (DCHA/DG)

With the launch of the Money and Politics Handbook: A Guide to Increasing Transparency in Emerging Democracies at the Carter Center's meeting of the "Council of Prime Ministers and Presidents of the Americas," Dr. Ward delivered his crowning fellowship achievement. As a keynote speaker, Dr. Ward presented to this illustrious group, which included former President Jimmy Carter, the practical outcome of nearly two years of systematic data collection, research, and writing. This major contribution is global in scope and gives USAID a particularly useful tool to further its work in anti-corruption and political finance.

It also is important to note that Dr. Ward's programmatic success as a fellow was complemented by his instrumental contribution to DFP efforts to foster a stronger fellows' community. Indeed, his excellent working relationship with World Learning helped foster the beginnings of a Democracy Fellows Association, and he was often a creative catalyst for fellows' networking and collaboration.

- **Keith Schulz** – Governance/Legislative Strengthening (DCHA/DG)

Mr. Schulz helped the Democracy and Governance Center to improve the design and implementation of legislative strengthening projects. Recently Mr. Schulz has engaged in significant field support to the USAID Mission in Namibia. This work included designing two programs: a national integrity promotion campaign led by the Office of the Ombudsman of Namibia; and a civic and voter education campaign to be implemented by the Namibian Institute for Democracy. Mr. Schulz also conducted an in-country, mid-term evaluation of the current legislative strengthening program in Malawi, as well as assisting USAID/Egypt's DG office to develop its strategy for an additional \$15 million dollars in MEPI-related DG programs for FY-2004. In addition to these analytical contributions, Mr. Schulz has continued to produce legislative strengthening electronic newsletters with information on training opportunities, programs, and lessons learned. This newsletter is sent to DG Officers, USAID employees, and implementing partners engaged in legislative strengthening.

- **Carol Sahley – Civil Society (DCHA/DG)**

Dr. Sahley's work during the first year of her fellowship included the Sub-sector Operational Research Agenda (SORA), which included developing a draft working paper establishing a preliminary framework for assessing civil society programs, as well as developing preliminary guidelines for a comparative research design, and a framework for evaluating civil society's contribution to democratic development. Dr. Sahley provided technical assistance to USAID/Macedonia by assisting in the scope of work development for an assessment of the civil society sector and a review of the civil society programs currently in place. Dr. Sahley also continues to work on drafting a paper that reviews seven country case studies of civil society programs, work initially started by previous Democracy Fellow Dr. Kimberly Ludwig. Dr. Sahley has also been asked to chair a new cross-sectoral working group that looks at the relationship between governance and food security.

- **Corbin Lyday – Strategies (DCHA/DG)**

Dr. Lyday completed a full and successful year as a fellow during this reporting period, and as this year came to a close, World Learning and the DCHA Strategies team agreed to renew his fellowship for a second year.

During this program year, Dr. Lyday, along with Democracy Fellows Carol Sahley, Paul Nuti, and Keith Schulz, played a prominent role in shaping and stewarding the development of the Sub-sector Operational Research Agenda (SORA). Two factors, however, led to a realignment of Dr. Lyday's fellowship focus on SORA. First, as a prerequisite to SORA implementation, the Strategies Team engaged the Social Science Research Council (SSRC) to author the methodology that would gauge the impact of democracy programs. At the same time, USAID's interest in anti-corruption spurred Dr. Lyday to examine the politics of patronage, and ultimately, this topic emerged as his main fellowship theme, essentially replacing the initial SORA objective of country case studies and synthesis reports.

Dr. Lyday subsequently collaborated with Democracy Fellow Paul Nuti in conceptualizing a means of tackling clientelism as an obstacle to effective democracy programming. Dr. Lyday and Mr. Nuti developed a multidisciplinary method with common definitions to overcome stove-piping that often hamper solutions to complex development problems. Their approach has been vetted through a variety of peer reviews, and through this process they created a training module and a practical analytical tool for diagnosing patronage and clientelism in country-context. The result has been an instrument that captures social constraints that are often overlooked in formal institutional analyses.

Dr. Lyday and Mr. Nuti also jointly presented an introduction to the clientelism/patronage module as an advanced course at USAID's Annual D&G Partners Conference. The positive feedback from the Partners Conference subsequently led Dr. Lyday to field-test the tool as part of a D&G assessment for USAID/Tanzania in July. The test demonstrated the potential of the "clientelist lens" to provide context-sensitive recommendations for new program activities.

- **Paul Nuti – Strategies (DCHA/DG)**

In collaboration with Democracy Fellow, Dr. Corbin Lyday, Mr. Nuti acted as the point-person for designing and vetting an innovative approach to confronting clientelism and patronage in USAID democracy programs. Mr. Nuti contributed an anthropologist's perspective to analyzing one of the "most pernicious of development problems" and helped set the stage for field-based testing of a the clientelism/patronage assessment methodology in Tanzania.

Mr. Nuti took on a significant role in the Strategy team's planning and conducting of a training workshop on the "strategic assessment framework [SAF]" during the DG Officers Training held from June 23 – 27. The course was attended by twenty-one DG officers representing fifteen field missions, and it marked their first experience learning how to manage/conduct a DG assessment using the SAF approach. Mr. Nuti was tasked with coordinating all four small group sessions during the day-long training, which entailed crafting and facilitating group exercises that illustrated the analytical steps outlined in the SAF. The experience of "teaching" the SAF to others was invaluable as it tested the ability to conceptualize the rationale for conducting DG assessments and communicate the exercise in a concise, user-friendly manner to a group with varying levels of DG experience.

Mr. Nuti concluded his fellowship August of this year and has gone on to attend the Executive Management Program at the Harvard Kennedy School of Government.

- **Peggy Ochandarena – Rule of Law (DCHA/DG)/Administrative Office of the U.S. Courts**

Ms. Ochandarena's fellowship is unique in that it bridges USAID's Rule of Law team and the Administrative Office of the US Courts. Developing model programs has been a focus of her work, and she has completed protocols for the development of sister court relationships. She has also organized presentations on judicial training and ethics for a group of Jordanian judges, court administration for a Thai court administrator, and judicial independence for a group of Afghani judges and attorneys. She is also researching cultural differences in the Middle East in order to develop a primer that will equip judges providing assistance in that area with a basic understanding of key differences to be aware of as they interact with professionals from that region.

2. Overseas Mission-based Fellows

▪ **Leonora A. Foley** – USAID/REDSO/Nairobi

Ms. Foley serves at REDSO in Kenya as a resource person on Democracy and Governance and Conflict issues, assisting in developing African capacity to manage conflict. Her work over the past year has examined natural resource conflict in the cross-border zone of NE Kenya/ S Ethiopia/SW Somalia. Ms. Foley continued her research for the Ethiopia Conflict Vulnerability Assessment, which highlighted the need for USAID to target resources to marginalized pastoral areas, including a conflict component especially where traditional and modern systems function together. She has also conducted research and analysis for the Burundi conflict assessment for their new Integrated Strategic Plan.

▪ **Bradley Bessire** – USAID/Cambodia

In the final months of his fellowship with USAID/Cambodia, Mr. Bessire's fellowship focused on human rights, including anti-trafficking efforts. This work involved assisting NGOs by helping members of disadvantaged groups obtain land title under the new land law, protecting the rights of workers to organize and obtain fair treatment, and providing limited assistance to help Cambodians deal with past human rights violations such as those committed by the Khmer Rouge. Anti-trafficking efforts included encouraging and supporting of advocacy, trafficking awareness, and select skills training programs for the NGO community. Related activities provided assistance to NGOs who help women subjected to violence and other forms of human rights abuse, including providing quality counseling, legal representation, and vocational training to enable them to start a new life.

▪ **Michael Bak** – USAID/Indonesia

At the outset of this program year, USAID/Indonesia effected a "temporary" evacuation, sending Mr. Bak to Washington, DC. Ultimately, the evacuation lasted 196 days, much

longer than what had been anticipated, and the changed circumstances necessarily altered Mr. Bak's fellowship in-country activities. Nevertheless, Mr. Bak adjusted well to the challenges of evacuation. He remained in contact with key personnel in the Mission, and continued to provide advice and backstopping support to the minimal staff left in Jakarta.

Mr. Bak's role shifted in April when he began working directly with the newly established Office of Conflict Prevention & Response (OCPR), a unit that grew out of the former Office of Transition Initiatives. While on evacuation, he collaborated with another evacuated OCPR staff member to develop the objectives for OCPR.

During the five-month long evacuation, Mr. Bak also participated in a book project that brought together experts on Indonesia across an array of Indonesia-related topics, including economics, political economy, US-Indonesia relations, conflict, and the future of democracy in Indonesia. Mr. Bak joined an illustrious range of contributors, including the former President of Indonesia, Abdurrahman Wahid, and Ed Masters, former US Ambassador to Indonesia. Mr. Bak's chapter, "Slouching Toward Democracy: Social Violence and Elite Failure in Indonesia," focused on conflict and the transition to democracy.

Throughout his fellowship, Mr. Bak contributed to the Mission's knowledge-base through his insight on the conflict dynamic in Indonesia, which was bolstered by a grasp of innovative trends bridging academic and field experience.

In the final months of his fellowship, Mr. Bak's integrated work with OCPR increased the opportunities for synergy and collaboration with the DG portfolio. And, as another example of the DFP's progress towards its goal of promoting continued commitment to democracy development, Mr. Bak concluded his fellowship to take a position as a Program Manager and Conflict Advisor with USAID/Indonesia.

- **Caryn Wilde – USAID/Russia**

Ms. Wilde has accepted very challenging assignments in assisting USAID/Russia with its civil society programming and third sector knowledge base. During a visit from President Bush to Moscow, she prepared background information on civil society prior to the President meeting with key leaders from the third sector. With the Mission receiving a steep budget reduction, as well as a stepped-up exit timetable, Ms. Wilde's innovative thinking has been critical in moving beyond traditional civic education programming. The new programming will concentrate on taking civics curriculum beyond the classroom walls and into the community. By adding value to existing civic education programs, students will have an opportunity to transform classroom theory into real life practice.

- **Kevin Bohrer – USAID/Kenya**

Dr. Bohrer's arrival in Kenya coincided with the launch of the Kenyan National Constitutional Conference, an historic undertaking that will result in a new Kenyan Constitution. Dr. Bohrer was certified as an official observer of the Conference, and attended several sessions.

In the first year of Dr. Bohrer's fellowship, the majority of his efforts have been spent preparing the Mission's anti-corruption action plan and initiating discussions between the Mission's democracy and governance partners and the implementers of the Mission's HIV/AIDS program. In his work on USAID/Kenya's anti-corruption portfolio, Dr. Bohrer provided commentary on the first two drafts of the Ministry of Justice and Constitutional Affairs' draft strategy for judicial and legal reform and anti-corruption activities. He also took a lead role in preparing USAID/Kenya's anti-corruption action plan and funding proposal, which was subsequently funded.

D. Summary Status of Individual Democracy Fellowships

During Fiscal Year 2003, World Learning's Democracy Fellows Program administered the following Democracy Fellowships and related activities, with the status indicated as of September 30, 2003:

The Democracy Fellows Program has a cap of 14 fellowships including both U.S. and overseas fellows. After reaching a mid-year level of seven fellows, the Democracy Fellows Program currently maintains seven fellows, leaving space for seven additional fellowships under the current ceiling.

1. Washington, D.C. Democracy Fellows

- USAID/DCHA/DG – Governance team in Washington, DC (Keith Schulz)
- USAID/DCHA/DG – Civil Society team in Washington, DC (Caroline Sahley)
- USAID/DCHA/DG – Strategies team in Washington, DC (Corbin Lyday)
- USAID/DCHA/DG – Rule of Law Team with the Administrative Office of the U.S. Courts in Washington, DC (Peggy Ochandarena)

2. Overseas Democracy Fellows

- USAID/Kenya in Nairobi, Kenya (Kevin Bohrer)
- USAID/REDSO in Nairobi, Kenya (Lee Foley)
- USAID/Russia in Moscow (Caryn Wilde)

3. Fellowship Extensions

The Democracy Fellows Program demonstrates its success both with USAID and with individual fellows by the high rate of extensions granted during the past year. Virtually every fellow in the life of the program has extended into a 2nd year. During FY 2003 USAID and World Learning granted ten Democracy Fellowship extensions during the year:

- USAID/DCHA/DG – Governance team in Washington, DC (Keith Schulz – 3rd year)
- USAID/DCHA/DG – Elections team in Washington, DC (Gene Ward – 3rd year)
- USAID/DCHA/DG – Civil Society in Washington, DC (Mark Koenig – 3rd year)
- USAID/DCHA/DG – Civil Society in Washington, DC (Carol Sahley – 2nd year)
- USAID/DCHA/DG – Strategies in Washington, DC (Corbin Lyday – 2nd year)
- USAID/Indonesia in Jakarta (Michael Bak – 3rd year)
- USAID/Russia in Moscow (Caryn Wilde – 3rd year)
- USAID/REDSO in Kenya (Leonora Foley – 3rd year)

4. New Fellowships

The Democracy Fellows Program continues to meet USAID's needs for a wide variety of experts in the Democracy/Governance field. The new fellow that commenced his fellowship during FY 2003 demonstrate this:

- USAID/Nairobi in Kenya – Kevin Bohrer

5. Pending Fellowship Extensions

World Learning was working with USAID on one pending Democracy Fellowship extension as of September 30, 2003. USAID sponsoring units and/or fellows have requested World Learning to award the following fellowship extension during FY-2003:

- USAID/DCHA/DG – Governance team in Washington, DC (Keith Schulz – 4th year)

6. Pending Fellowship Selection

World Learning has nominated candidates for the following three Democracy Fellowships, but the sponsoring USAID unit has not yet selected finalists.

- USAID/REDSO in Nairobi, Kenya
- USAID/DCHA/PVC – Private Voluntary Cooperation Team in Washington, DC
- USAID/DCHA/DG – Civil Society Team in Washington, DC

7. Five Completed Fellowships:

A total of 35 individuals have completed Democracy Fellowships with World Learning since the program began. The following fellowships ended during FY-2003:

- Bradley Bessire, USAID/Phnom Penh in Cambodia (3rd year)
- Michael Bak, USAID/Jakarta in Indonesia (3rd year)
- Mark Koenig, USAID/DCHA/DG – Civil Society Team in Washington, DC (3rd year)
- Gene Ward, USAID/DCHA/DG – Elections Team in Washington, DC (3rd year)
- Paul Nuti, USAID/DCHA/DG – Strategies Team in Washington, DC (1st year)

8. Democracy Fellows' Individual Program Descriptions and Periodic Reports.

World Learning has compiled the initial Fellowship Program Descriptions and workplans developed by each Democracy Fellow during FY-2003, along with any revisions to the fellows' program plans. World Learning has also included in these resource materials the periodic fellowship reports that fellows have submitted during the past program year, as well as the Program Descriptions proposed by Democracy Fellows seeking extensions, and a variety of trip and activity reports, and other professional writing that fellows have completed. These materials are included as Attachment G to this report.

E. Democracy Fellows Program Alumni

The fellows' career progress in, and commitment to, democracy development is an explicit expectation of the Democracy Fellows Program. To date, a total of 35 fellows have completed the fellowship.

The DFP has made a concerted effort to revitalize communication and interaction with its alumni base this year. In response to this outreach, ten out of the twenty-three alumni DFP staff have been able to contact have written in about their experience as a fellow and how that experience has influenced post-fellowship career path decisions and opportunities. It is striking, though not surprising, how many have remained in the democracy development track, and have done very well professionally. Here, in the words of the DFP alumni themselves, are just a couple of examples of the diversity of activities former fellows now engage in:

- **J. Michele Guttman**

“... Congratulations on your new initiatives for the Democracy Fellows Program. I was in the first class of fellows, and was very fortunate to have been able to work with Participa, an NGO in Santiago, Chile for a year (1996-1997). I am a lawyer and had practiced since 1982 in a firm dedicated primarily to litigation; my partners were kind enough to allow me to take a leave of absence to do this. When I completed the fellowship, I extended my

leave of absence, and ultimately left the firm to pursue international work. Although my fellowship work with Participa concentrated on women's empowerment and civil society issues, my consulting work since then has focussed on rule of law programs (certainly, however, with substantial consideration and inclusion of civil society and women's rights). My work has primarily been in Latin America, although I was in India earlier this year to help in the design of a women's legal rights initiative, and am scheduled to go to Ethiopia very shortly to perform a legal and judicial sector assessment.”

Since her fellowship, Ms. Guttman has worked as a consultant and team leader on an evaluation of U.S. Dep't of Labor Mediation and Conciliation Project, which promoted mediation and conciliation of labor disputes in Córdoba, Argentina through the offices of the Secretary of Labor. She was also a member of a team that designed the India Women's Legal Rights Initiative, and recommended activities for USAID/India strategy to promote women's legal rights. In Honduras she contributed to a Democracy and Governance Assessment for the USAID Mission to use in designing and developing its next strategy. In the latter, she concentrated individually on issues and analysis pertaining to the rule of law, municipal strengthening, decentralization, and gender. She has also been a consultant to USAID/Mexico, where she provided general assistance to the Mission in design and development of its rule of law strategy.

- **Mark Thieroff**

“After returning from Prague in 1998 I spent a year in New York where I worked as program coordinator for the Coalition for an International Criminal Court--a network of over 1,000 civil society groups campaigning for the creation of a permanent international criminal court. I headed to law school at the University of Minnesota in 1999 and graduated in May 2002. During law school I worked as an assistant to the UN Special Rapporteur on the Rights of Non-Citizens and represented asylum applicants as a student attorney in the law school's immigration clinic. I spent my first year out of law school clerking for a judge on the Minnesota Court of Appeals and I am currently working for a law firm in Minneapolis.”

III. PROGRAM MANAGEMENT AND ADMINISTRATION

A. First Annual Democracy Fellows Retreat

“Perhaps one of the most personally rewarding experiences and the most profound identity marker of the Fellowship was the World Learning Fellow’ Retreat of December 2002. It was the first time Fellows appeared as a cohesive group with an identity and shared purpose.... The active learning and relating process between the Fellows and World Learning in a very conducive small town setting will remain an outstanding memory of the Fellowship.”

A Senior Democracy Fellow

The sentiments expressed in the quote above do convey the positive reaction from all who participated in the first annual Democracy Fellows Retreat in December 2002 at World Learning headquarters in Vermont. The purpose of the retreat was to contribute to the DFP goal and purpose by identifying, refining, and tailoring ways of supporting and promoting the current group of Democracy Fellows. Essentially, we sought input from the fellows on how to improve and enhance the fellowship experience. We also introduced fellows to the broader World Learning organization, including the School for International Training.

Our intention was to focus on the fellows. In doing so, we covered four main areas with a balance of program and technical D&G emphasis.

1. We sought to reinforce (and in some cases, establish) fellow-to-fellow connections. While many fellows had worked together, many had never actually met or at least spent significant time together. The retreat provided space to explore areas of mutual professional interest, and to identify potential means of collaboration where possible.
2. Throughout the retreat we made efforts to identify relevant resources that support and promote the fellows and their work (and by extension USAID’s democracy agenda), as well as to identify what works and what does not work in the fellowship program.
3. We also used the retreat as a catalyst for fellows to debate and reflect (without the distraction of day-to-day work demands) on the more pressing issues of democracy development in USAID and in general.
4. An explicit aspect of the DFP goal is the fellow’s career development in the field of democracy and governance. The retreat offered a forum in which the fellows could discuss their democracy development career objectives and strategies.

As with fellows’ conferences in the past, this event was scheduled to follow directly after the USAID/DCHA/DG Partners’ Conference and DG officers trainings. This proved to be a particularly important element this year, and it made our choice of a practical retreat rather than a symposium-style meeting all the more effective.

Indeed, the pace and the mix of retreat activities allowed for an appropriate balance of programmatic and administrative attention to the fellow's needs. Below is a summary of participant reactions and observations.

1. Retreat Facilitator's Observations and Fellows' evaluations Summary

The DFP engaged a professional facilitator to guide the retreat activities. The facilitator was chosen for his excellent facilitation skills, and for his extensive experience with USAID democracy and education programs, as well as his familiarity with World Learning and School for International Training.

According to the facilitator's observations of and interactions with the fellows, and from the fellows' direct written evaluations, "the retreat was an unequivocal success." Indeed, it was a success. As the facilitator noted, the fellows uniformly praised the DFP for its efforts to reach out to them, and based on their suggestions, he pointed out that regular retreats where fellows connect with each other in meaningful ways "is an excellent idea."

Consequently, we intend to organize a similar retreat event next year, holding it again at World Learning's headquarters in Vermont. The retreat agenda will be somewhat similar to this year's event, but tailored in a way that responds to fellows' feedback. And we are pleased with how well-received our efforts to introduce fellows to the greater World Learning institution were. The combination met the expectation of identifying useful resources to promote fellows' work and professional relationships.

In short, the retreat was successful in its primary objective of reinforcing the notion of a Democracy Fellows community, linking Fellows and their work in more direct and complementary ways. Perhaps the most striking example came when, at the retreat, the fellows decided to form an association. Current and recent fellows have shown a great deal of interest in a semi-formal arrangement linking fellows and alumni through networking and information sharing, and as an outcome of this first Fellows Retreat, the fellows have established the Democracy Fellows Association. Former fellows will qualify as a member of the association and will have access to the membership directory and other networking resources that will be developed.

B. Management

World Learning's DFP management continued its recruiting, interviewing, screening, nominating and advising prospective candidates, and soliciting programmatic interest and support from USAID overseas missions and domestic units. The DFP handled all functions necessary to field, support, coordinate and provide oversight of all Democracy Fellows in the U.S. and abroad.

Other specific program functions accomplished by World Learning include assisting USAID on and coordinating the drafting of initial Terms of Reference; assisting each finalist in developing a Fellowship Program Description and Workplan; and providing financial, travel, logistics, communications, computer, insurance coverage, and medical and other personnel support to all fellows. Other duties included maintaining organizational liaison with USAID/DCHA/DG and other sponsoring USAID units in Washington, D.C. and abroad; identifying prospective new USAID fellowship sponsors; and performing requested program reporting for USAID's Global and Management Bureaus, for individual Missions and sponsoring USAID units, and for USAID/DCHA/DG.

World Learning conducted individual orientation for the newest Democracy Fellow, and provided in-service support, information, financial, logistic, and administrative services to each fellow.

Rather than holding a conference this program year, World Learning scheduled a two-day retreat in Brattleboro, Vermont. This open forum allowed sufficient time to tackle both substantive issues and administrative matters. It also provided an opportunity for U.S. and overseas fellows, as well as DFP staff, to find common interests and shared goals. Feedback from the fellows was overwhelmingly positive, and a follow-up retreat is scheduled for December 2003.

1. Coordination with USAID.

During FY-2003, DFP staff met with USAID staff on several occasions, including meetings with the program's designated Cognizant Technical Officer (CTO). In addition, DFP staff and DCHA/DG staff consulted by e-mail and phone on a frequent basis. The DFP was in contact and communication with other responsible officials of USAID's Center for Democracy and Governance, and with each of the USAID Missions and offices sponsoring or seeking information about Democracy Fellowships.

As the DFP had recently gained a new Director, a meeting with DCHA/DG senior staff was arranged to make introductions at the beginning of the new fiscal year. The meeting encouraged the discussion of new program ideas and avenues for promoting the program and fellows' accomplishments, as well as to analyze the needs of senior staff and methods the DFP could use to achieve these goals.

Throughout the year, the DFP staff met with DCHA/DG staff to discuss fellowships in transition. For example, issues regarding the ROL/AO fellowship led to several meetings with the program's CTO, the ROL team leader, as well as leadership at the AO, to clarify the proper role of the fellow within the ROL team and her duties with the AO. The outcome of these meetings led to a more fully integrated fellow within both teams, and a more fulfilling workplan for the fellow.

World Learning used these on-going meetings and discussions to accomplish several management objectives, including: (a) keeping USAID informed of DFP progress, problems and issues; (b) obtaining DCHA/DG guidance on the allocation of fellowship slots under USAID program ceilings; (c) facilitating the DFP's dealings with current USAID units sponsoring Democracy Fellowships; (d) insuring fellows' continuing compliance with applicable USAID policies or program expectations; (e) helping to identify possible USAID units that wanted to sponsor future fellowships; and (f) discussing USAID's selection of candidates for specific Democracy Fellowships.

During FY-2003, additional management meetings and discussions between USAID and the DFP routinely occurred in connection with the start, end, or extension of specific Democracy Fellowships, and in conjunction with USAID's regular budget planning and reporting cycles.

2. Administrative Support

The DFP's continued success is based on well-organized and efficient administrative support to the fellows; it is fundamental to the program's purpose. World Learning continued to provide an extensive range of support services for individual fellows worldwide. These services ranged from organizing individual orientation sessions, maintaining effective and timely communications with fellows, to training on travel expense reporting.

DFP administrative support of fellows during the reporting period focused on the following activities:

- Processing monthly fellowship stipends;
- Covering fellows' individual benefits and allowances;
- Coordinating fellows' travel (in accordance with USAID and World Learning regulations and policy);
- Making travel, insurance and other direct vendor payments;
- Handling program expense reimbursements;
- Purchasing appropriate fellowship equipment.

The DFP also manages World Learning's worldwide financial system to support each fellowship. Through its corporate Sponsored Program Services Office, World Learning also provided USAID/M (FA/FM/CMP/DCB) with regular quarterly financial reporting in accordance with the Cooperative Agreement, and a number of more detailed informal financial updates to USAID/DCHA/DG.

In an effort to better meet the needs of our current team of Democracy Fellows, the DFP staff is establishing a Web board that will allow for greater availability and access of information through a more interactive tool for current fellows as well as alumni. This tool has a calendar function that highlights important dates for the program, such as the Second Annual Democracy Fellows'

Retreat, as well as indicating more mundane yet important issues such as travel advance request deadlines and check cutting dates. Also available on the web board will be relevant DG articles written by both fellows, past and present, as well as World Learning staff. It also provides a central location for downloading forms the fellows need to complete, such as the travel expense form. DFP staff are putting the finishing touches on the web board now, and will debut the product live prior to this year's Retreat.

3. Security Clearance Process

During this report year, World Learning processed and received security clearances and/or conversions for four fellows. World Learning also did full conversions for all existing fellows holding clearances prior to World Learning's participation under the National Industrial Security Program (NISP).

Last year the Rule of Law fellow did not need clearance to be placed at the Administrative Office of the US Courts, however, the ROL team leader requested that she obtain one to help facilitate her attendance at USAID/ROL regular meetings. The clearance process for that fellow is underway.

Five fellowships were closed-out during this program year, and were consequently moved from World Learning's list of active clearances.

The DFP encountered fewer delays in obtaining security clearances for new Democracy Fellows this year. Although the process is time-consuming, it moved more smoothly than it has in the recent past. Certainly USAID, World Learning, and the selected fellow all benefit from a quick turnaround on clearances. World Learning remains optimistic that the process will continue to run smoothly, but it is important to note that there are a variety of factors that influence the clearance process, many of which go beyond institutional control. Regardless, World Learning continues to seek the most efficient approach possible.

4. Recruitment

World Learning continued to successfully recruit for qualified fellowship applicants through local and national advertising. As in FY-2002, in order to anticipate as much as possible USAID's fellowship needs, the DFP recruited throughout the year rather than establishing fixed deadlines for applicants. To supplement the qualified candidates available within the DFP database, World Learning conducted targeted recruitment for the USAID/Kenya, USAID/REDSO, and USAID/DCHA/PVC fellowships.

World Learning again sought diversity among the pool of qualified applicants for Democracy Fellowships. The DFP worked successfully with numerous minority- and gender-related

organizations and networks, and continued its efforts to ensure that the program was widely advertised within academic and public policy communities.

The DFP placed advertisements with many different outlets, including print and electronic media, as well as university graduate and law schools, public policy organizations, and professional and academic associations. These efforts continued to attract members of African-American, Hispanic, Asian or other minority or under-represented populations. World Learning's pool of eligible minority candidates for the DFP remained deep.

5. Candidate Eligibility

During the reporting period, the DFP strived to maintain a standard of initially reviewing all applications and notifying applicants of their status within 30 days after completed applications were received. After receiving and acknowledging completed fellowship applications (following the initial technical review), the DFP once again conducted a qualitative review for all fellowship applications, in order to evaluate candidates for the expected range of potential fellowships that might materialize over the coming year. Under present DFP policy, each accepted applicant remains eligible for consideration for one year after being accepted into the pool of eligible candidates. Because of the program's minimal required qualifications, and the nature of a database-oriented recruitment process, nearly all applicants to the DFP passed through both levels of screening.

Throughout FY-2003, the DFP continued to expand and update its database of applicants, qualified candidates, finalists and fellows.

6. Nomination and Selection

The DFP continued to make a specific effort to ensure an equitable review of all candidates for every Democracy Fellowship, including fair consideration of those applicants who come from less traditional backgrounds, or whose academic, personal and work experiences are comparable to, but also differ from, the backgrounds of current USAID personnel.

During the reporting period, DFP staff collaborated with individual sponsoring USAID units, as well as with USAID/DCHA/DG, to identify suitable candidates for five new Democracy Fellowships, both in Washington, DC and abroad. Depending on applicant response and availability, World Learning sought to provide USAID with at least three – and often five or more – potential candidates for each prospective Democracy Fellowship. An efficient, consistent, and open flow of communication continues to enable World Learning and USAID to find the appropriate Fellowship fit that meets the proposed democracy and governance and program needs.

In the selection process, the information exchange between World Learning and USAID necessarily varied, depending on how far along the sponsoring USAID unit was in defining a

potential programmatic slot for the prospective fellow. In most cases, sponsoring units approached the DFP with fairly defined terms of reference that were easily adapted to the fellowship parameters. On some occasions, sponsoring units needed and requested an introduction to the DFP and what it could offer. DFP staff then worked with the sponsoring unit to refine general terms that could trigger focused recruiting. Sponsoring USAID units ordinarily concurred with the DFP's nominations, and selected a single finalist from among the nominees. Some USAID units, however, asked World Learning to continue searching for other more suitable candidates, often seeking individuals with exact skills and very specific work experience profiles. In several instances, of course, staff of the sponsoring USAID unit already knew of a particular individual who quite closely matched the unit's expectations and required qualifications. In these cases, to ensure the best possible fit, World Learning agreed to nominate such individuals as requested by USAID.

The Democracy Fellows Program continued its active efforts to promote diversity in the nomination and selection of qualified ethnic minorities and individuals of other under-represented groups. This effort begins at the recruitment stage, to insure that interested applicants from a wide range of minority populations are made aware of the DFP and of potential Democracy Fellowships. It continues through World Learning's screening and nomination processes, where the DFP carefully reviews *every* candidate to ensure both equal opportunity in being considered, and a fair and transparent review and nominations process.

APPLICANT DIVERSITY FY-2003 NOMINEES					
FELLOWSHIP	NOMINEES	MALE	FEMALE	MINORITY CANDIDATES	SELECTED CANDIDATE
Private Voluntary Cooperation ¹ (USAID/DCHA/PVC)	7	4	3	2	M
Conflict Mitigation and Management ² (USAID/DCHA/CMM)	4	2	2	0	
Civil Society and Media ³ (USAID/DCHA/DG)	3	1	2	1	
USAID/Nairobi	3	3	0	1	M
USAID/REDSO (NAIROBI, KENYA)	3	1	2	0	F
TOTALS	20	11	9	4	

1. Although World Learning recruited and nominated candidates for this fellowship, and a finalist was selected, the finalist declined the offer, and new candidates have been put forward.
2. Although World Learning recruited and nominated candidates for this fellowship, final approval for this fellowship was not received, and therefore no candidate was selected.
3. Although World Learning recruited and nominated candidates for this fellowship, a finalist has not yet been selected.

C. Program Evaluation

World Learning continues to use a variety of methods to monitor and assess each Democracy Fellowship and the overall DFP. Under the fellowship agreement, each fellow submits periodic analytical progress reports on fellowship activities, highlighting results, challenges, and career development. These reports are a substantive, and more formal, barometer of fellowship success. Sponsoring USAID units are asked to review the fellow's reports for their own information and planning, and as an opportunity to assess the fellow's career development and accomplishments during the reporting period, and throughout the fellowship as a whole. The DFP requires that fellows obtain USAID concurrence in any substantive proposed revisions to previously-approved Program Description or travel plans. Although the DFP did not request USAID sponsors to formally evaluate the program this year, the day-to-day communication with the fellows and their sponsoring USAID offices provided additional on-going insight into the status of each fellowship.

Feedback received from both the fellows and the Missions throughout the year continued to be positive. World Learning believes this reflects its steady efforts to be responsive to the needs of the fellows and their USAID sponsors. The DFP's assigned CTOs, and other USAID staff also regularly provided advice and guidance on a variety of programmatic issues over the course of the year, making the overall implementation more successful. Additionally, at the DFP Retreat, fellows were asked to review both the retreat specifically, as well as the broader fellowship experience. Through this tool, DFP staff have sought to make substantive changes to improve and streamline fellowship administration, and to enhance collaboration among fellows.

D. Operational Program Costs

Throughout the life of the program, World Learning has consistently controlled program costs. This continued to be the case in this reporting period. The DFP charged a reduced level of effort for the first eight months of the program year, and these savings was carried forward in the new staff configuration for the remainder of the year. At the same time, the DFP expanded its management of the program, adding one new fellow, extending ten others. Reflecting a trend towards more senior level fellowships, the average total annual program cost per Democracy Fellow this year was approximately \$157,132, as of September 30, 2003.

As stated in last year's Annual Program Progress Report, substantial cost reductions were not expected in this program year because of the following key factors:

- USAID's new program description for the DFP reduces the total number of Democracy Fellows from 20 to 14 in fiscal years 2002 and 2003, with further reductions to 12 fellows in FY-2004 and FY-2005. This will require the program's fixed costs to be allotted over a smaller number of fellows, thereby increasing the relative cost per fellowship.

- USAID units that sponsor Democracy Fellows continue to demonstrate a preference for more experienced senior-level fellows, whose salaries and benefits are necessarily higher than for Junior or Mid-level Democracy Fellows.
- The program continues to see a near-100% extension rate. This tends to preclude World Learning from bringing in new fellows at the starting salaries for each tier (which are lower than for fellows who continue their service). In addition, under the stipend schedule that USAID established in 1998, fellows who extend their fellowships beyond their first year receive sizeable stipend increases (10% - 15% per year), subject to an overall ceiling. Overseas fellows who extend for a full year may receive additional benefits.
- Several overseas missions have elected to provide post-differential of up to 25%, as well as other post-specific benefits available to the fellows since 2001. This change has also raised the per-fellow program cost.

Through World Learning's prudent fiscal management, the program is in good financial shape. Although the DFP does not anticipate a shortfall, it is important to note that, as evident from the points above, substantial cost reductions are unlikely in the remaining program years.

E. Democracy Fellows' Stipends

For FY-2002, the stipend range increased to \$35,519 per year (minimum for a Junior Fellow), up to \$87,400 (maximum for a Senior Fellow).

Minimum and maximum stipend levels for each tier may be adjusted periodically to track the *General Schedule (Not Including Locality Rates)* issued by the U.S. Office of Personnel Management, except that there is a fixed ceiling of \$87,400 for any Democracy Fellowship stipend. The established stipend system also provides substantial salary increases when fellows extend. When fellows extend after completing one full year, they receive a 15% stipend increase. When fellows extend after completing a full second year, they receive an additional 10% salary increase. Senior fellows receive a 10% salary increase after both their first full year, subject to the prevailing ceiling. Given the very high rate of Democracy Fellows extensions, World Learning expects that future fellowship costs will increase as additional extensions occur.

IV. PROGRAM RESULTS AND OUTLOOK

A. Results.

The eighth program year continued to see an impressive programmatic contribution by the fellows, enabled by an efficient and effective fellowship support system. Operating in this second year of the new Program Description, the DFP effectively identified, recruited, and supported qualified Democracy Fellows at USAID. DFP activities covered three program elements and one financial element:

- Recruiting: The DFP reinforced its database of quality potential fellowship candidates, and maintained broad national and international recruitment that encourages minority applicants. The on-going recruitment and prompt screening of applicants has ensured a sizeable, dynamic pool of eligible candidates for a range of potential Democracy Fellowships.
- Placement: The DFP continued to support and, where necessary, assist fellowship finalists to draft satisfactory Fellowship Program Descriptions. Incoming fellows draft these work plans based on the fellowship Terms of Reference that sponsoring USAID units prepare. World Learning believes that Fellowship Program Descriptions help promote mutual agreement and expectations on a fellow's activities and responsibilities. For instance, in one case, the Terms of Reference were used to identify and recruit fellowship candidates for a particular USAID unit that subsequently reevaluated its own core needs and subsequently worked with World Learning and the fellow to establish a revised Program Description.
- Fellowship Support: The DFP continued to provide responsive professional, personnel, and financial support for each fellowship. This critical element of the program allowed fellows to concentrate on their contribution to USAID's democracy development agenda, without being diverted by excessive administrative tasks.
- Financial Management: The DFP continued to manage program costs efficiently, and in accordance with USAID regulations and World Learning procedures. DFP staff also worked directly with individual fellows to maximize fellowship resources such as travel and equipment purchase.

Again, an impressive reflection of World Learning's results in developing, directing and implementing the DFP was found in the high interest in the program. During FY-2003, World Learning awarded one new fellowship and nine fellowship extensions. Out of 11,029 visitors to the DFP Web site, more than eight hundred prospective applicants downloaded DFP application materials this year. The DFP also mailed out and distributed several hundred DFP application packages during FY-2003, resulting in approximately 44 new well-qualified eligible candidates. As in previous years, World Learning did not limit the size of the DFP eligible candidate pool; instead, the DFP database includes all candidates who applied to the program and met the program's technical eligibility standards.

USAID also again asked World Learning to extend the current Democracy Fellow or to recruit a follow-on fellow for the majority of Democracy Fellowships during this fiscal year. The DFP has now awarded a total of 64 extensions to 50 Democracy Fellows serving in USAID, and as of September 30, 2003, was discussing with USAID the extension of two additional fellowships.

The vast majority of fellows continue on with successful careers in democracy development, at USAID and beyond, as demonstrated in the alumni updates received in response to increased outreach to former fellows.

B. Outlook.

The Democracy Fellows Program now looks forward to its ninth program year (FY-2004), and third extension year reflecting the Revised Program Description. The program will continue to contribute to USAID's efforts to promote Democracy, by identifying, placing, and supporting qualified democracy practitioners throughout the Agency's democracy programs.

Administratively, security clearance processing for fellows has been better than expected. The length of time that it takes to obtain clearances for a new fellows remains an unpredictable variable to timely placement, World Learning work under the Defense Security Service has gone smoothly, especially in terms of conversion of fellows who have come to the DFP with existing or previous clearances.

The trend towards mid and senior level fellowship continued in FY-2003. Recruitment of more experienced candidates has strengthened the DFP candidate pool, but the demand for more senior level individuals makes placement more difficult. Mid and senior level candidates have tended to have other competitive opportunities within and outside USAID. The DFP remains committed to and has successfully maintained an applicant pool that effectively meets USAID's dynamic democracy and governance needs.